Kansas Common Core Implementation Costs

by Henry W. Burke

2.17.15

It will cost Kansas $174 million (net amount) to implement the Common Core Standards (CCS). Where will Kansas find $174 million to implement the mediocre Common Core Standards?

When ongoing expenses are included, Kansans will need to find $264 million to cover the Common Core implementation costs over the 17-year period.

In the majority of cases, the state education departments adopted the Common Core Standards without the knowledge and approval of the state legislatures.

As Common Core is being implemented, the adverse aspects are becoming apparent. Many state legislative bodies are now feeling the pressure of the citizens and are re-examining the states' decisions.

I will call your attention to an excellent Pioneer Institute report, "National Cost of Aligning States and Localities to the Common Core Standards," dated February 2012 (PI report) and my report, "States' Taxpayers Cannot Afford Common Core Standards," by Henry W. Burke, dated 10.15.12 (Burke report). These are the links to the reports:

http://pioneerinstitute.org/download/national-cost-of-aligning-states-and-localities-to-the-common-core-standards/

http://educationviews.org/states-taxpayers-cannot-afford-common-core-standards-2/

I also wrote a companion report applicable to the states that did not adopt the Common Core Standards, "Non-Common Core States Will Save Millions of Dollars," by Henry W. Burke, 10.18.12:

http://educationviews.org/non-common-core-states-will-save-millions-of-dollars/

I encourage you to realistically evaluate the costs versus the benefits for the State of Kansas. I will focus only on the cost of implementing the Common Core Standards (CCS) versus the dollar awards received from the federal government.

I thought I would offer a little insight into the CCS implementation costs. This explanation includes the Pioneer report figures and my assumptions. Obviously, I cannot speak for the Pioneer Institute nor its partners in the white paper, Accountability Works and Pacific Research Institute. These are strictly my thoughts, assumptions and calculations.

The Pioneer Institute report identified four cost categories for CCS implementation. The categories are: Testing, Professional Development, Textbooks, and Technology. Pioneer calculated the total CCS implementation cost over a 7-year time period.

The PI report included bar graphs (without dollar figures) for each state in Professional Development, Textbooks, and Technology. The Appendices to the PI report showed exact dollar figures for each state in only the Textbooks

and Technology categories. This is the link to the Pioneer Institute Appendices:

http://www.accountabilityworks.org/photos/Appendices.Common_Core_Cost.AW.pdf

Consequently, I had to derive figures for Testing and Professional Development for each of the 46 states. My goal was to duplicate the Pioneer figures as closely as possible. My nationwide totals for the four categories agree quite closely with the Pioneer Institute report.

A. Kansas CCS Loss

The State of Kansas submitted a proposal to the U.S. Department of Education (USDOE) for Phase 1 of the Race to the Top (RTTT) program and received a rank of No. 29 in Phase 1 of that competition. The 12 "winning" states under Phase 1 and Phase 2 of RTTT received a total of $3.94 billion. Kansas did not receive any funds under the Phase 1 and 2 competitions. In subsequent competitions, Kansas received $11,180,442 ($11.180 million) for competitive stimulus awards.

In the Burke Table 1, CCS Loss Per State, the CCS Total Cost for Kansas is $185.515 million; and the federal competitive award total is $11.180 million. The difference is $174.335 million.
[$185.515 million - $11.180 million = $174.335 million]

This means Kansas will have to find $174 million to pay for the implementation expense of CCS.

B. Kansas CCS Cost

In the Burke Table 2, CCS Cost Per Student, we can see that Kansas has a CCS Cost per Student of $395. This is somewhat above the average cost per student of $379 (average cost for the 46 CCS states).

Table 3, Total CCS Cost, lists the components making up the Total CCS Cost of $185.515 million for Kansas. Testing cost is $13.950 million; Professional Development cost is $67.006 million; Textbook cost is $27.758 million; and Technology cost is $76.801 million.

In round numbers, Kansas will spend $14 million on Testing, $67 million on Professional Development, $28 million on Textbooks, and $77 million on Technology. The Total CCS Cost for Kansas will be $186 million.

Explanation of Figures

1. Testing

a. Nationwide CCS testing Cost

Testing is a function of the number of students tested. Table 5 in my report shows the Total Nationwide Cost for the 46 CCS states. My Table 5 duplicates Pioneer Figure 2B (on page 2 of the PI report). Figure 2B shows a Total Testing Cost of $1,240,641,297.

Table 6 (Burke report) lists the number of students and teachers in each of the 46 states; the total for the 46 states is 41,805,062 students. I obtained all of the numbers in Table 6 from the Pioneer report Appendices (NCES: 2009 - 2010 School Year).

When I divided $1,240,641,297 by 41,805,062 students, I obtained a factor of $29.67681993 per student. This Testing cost factor was applied to each of the 46 states to get the Testing cost for each state. My Total Testing Cost of $1,240.641 million agrees with the Pioneer Figure 2B number.

b. Kansas CCS Testing Cost

Kansas has a total student enrollment of 470,057 students (Burke Table 6). When I multiplied 470,057 students by the $29.6768 factor per student, I obtained $13.950 million.
[470,057 students x $29.67681993 per student = $13,949,797]

2. <u>Professional Development</u>

The purpose of Professional Development is to train the teachers on the new Common Core academic standards. Professional Development is a function of the number of teachers that must be trained. Pioneer used a Professional Development cost of $1,931 per teacher.

Kansas has 34,700 teachers (Burke Table 6). When I multiplied 34,700 teachers by $1,931 per teacher, I obtained $67.006 million.
[34,700 teachers x $1,931 per teacher = $67,005,700]

Incidentally, my calculations produced a Professional Development Cost for <u>California</u> of $605.938 million. The PI report bar graph showed the number $606 million for California. This verifies that my calculation assumptions and methodology are correct.

3. <u>Textbooks</u>

I obtained the Textbook cost for Kansas directly from the Pioneer Institute Appendix. The Table in the Appendix showed a Total Textbook Cost for Kansas of $27,757,804 ($27.758 million).

The PI Appendix listed the following numbers for Textbooks and Instructional Materials:

Kansas Textbook Cost
(Millions of Dollars)

Grade	Textbook Cost ($ Millions)
K	2.610
1	2.435
2	1.949
3	1.996
4	1.801
5	1.779
6	2.039
Subtotal -- K - 6	14.609
7	2.035
8	2.092
Subtotal -- 7 - 8	4.127
9	2.331
10	2.207
11	2.286
12	2.198
Subtotal -- 9 - 12	9.022
Total -- K - 12	27.758

4. Technology

I obtained the Technology cost for Kansas directly from the Pioneer Appendix. The PI Appendix lists the Total Technology Cost for Kansas as $76,801,493 ($76.801 million).

The PI Appendix provides the following information:

Kansas Technology Cost
(Millions of Dollars)

Description	Technology Cost ($ Millions)	Total Technology Cost ($ Millions)
One-Time Costs	31.441	31.441
Year 1 Operations	3.350	3.350
Years 2 - 7 Operations (Annual)	7.0016	--
Total for 6 Years (Years 2 - 7)	42.010	42.010
Total Technology Cost		76.801

C. Urgency of Decision

We know that the total cost to implement CCS in Kansas will be $185.515 million ($186 million), but we have not said anything about the timing. The timing for the expenditures is extremely important!

A sizeable portion of the total CCS implementation cost is spent early in the implementation. In the Pioneer Report Figure 2B, two-thirds (about 66 %) of the Total Cost falls into the up-front, one-time cost period. Pioneer shows a one-time cost of $10,522,885,028; the Total Cost is $15,835,121,347. When I divide these two numbers, I get 66 %.

For Kansas, the figures are as follows:

Timing of Kansas CCS Costs
(Millions of Dollars)

Cost Category	Up-Front, One-Time Cost ($ Millions)	Years 1 - 7 Cost ($ Millions)	Total Cost -- Up-Front & for 7 Years ($ Millions)
Testing	--	13.950	13.950
Professional Development	67.006	--	67.006
Textbooks	27.758	--	27.758
Technology	31.441	45.360	76.801
Total Cost	126.205	59.310	185.515
Percentage of Total	68 %	32 %	100 %

As this table shows, 68 % of the total cost ($126.205 million) is incurred as an up-front, one-time cost. If Kansas has any interest in dropping the CCS, the state should act very soon. Much of the CCS implementation expense (68 %) hits very early in the process. If the state delays the decision to drop CCS, it could waste $126 million on a system that it is not going to use. The decision is urgent!

D. Ongoing Expenses

a. Nationwide CCS Costs

The Pioneer Institute tabulated the additional cost for implementing CCS over the first 7-year period. They needed to cut it off at some point; and seven years was a reasonable time horizon.

I mentioned in my full report covering all 46 CCS states ("States' Taxpayers Left to Pay for Common Core") that:

> **The cost for CCS does not suddenly end at Year 7. <u>The ongoing cost for Year 8 and after will be $801 million per year.</u>**

According to the Pioneer Institute's analysis, Years 2 -7 will cost $801 million per year <u>higher</u> than before the Common Core Standards. However, this <u>$801 million is an ongoing expense</u> that will occur each year in Years 8 and beyond.

In Pioneer's analysis, Professional Development and Textbooks are one-time, up-front costs; they are <u>not</u> a continuing expense. We could build a case that, in fact, these two categories have ongoing expenses. You may need to provide additional training for the teachers in the state for Years 8 and beyond? Similarly, you may need to buy some additional Textbooks (instructional materials or IM) in Years 8 and beyond?

The Pioneer Institute analysis considers Testing and Technology to be <u>ongoing</u> expenses.

It makes sense that Testing is ongoing; the schools must conduct assessments every year, even past Year 7.

We need to understand the assumptions made by Pioneer in their analysis. On page 21 of the Pioneer white paper report, it addresses the Technology needs as follows:

We assume in this analysis that a 4:1 ratio of students to computers is necessary for efficient online testing (with testing windows of a couple of weeks), but that the initially available ratio is about 7.5:1.

http://pioneerinstitute.org/download/national-cost-of-aligning-states-and-localities-to-the-common-core-standards/

Many states and local school districts have decided that every student needs a computer. Under that scenario, the Technology Costs would far exceed the figures in Pioneer's white paper and my cost reports!

b. State CCS Costs

This nationwide situation is interesting, but what about Kansas?

I will first consider the Testing category. The Total Cost for Testing in Kansas for 7 years of Testing is $13.950 million. This equates to $1.993 million per year.
[$13.950 million / 7 years = $1.993 million per year.

Technology is also an ongoing expense. The Technology expense was taken directly from the Pioneer Appendix. From the Appendix, I obtained the One-Time Total Tech Cost, the Year 1 Total Tech Cost, the Years 2+ Total Tech Cost, and the Tech Grand Total Cost. These figures were entered into the Table - "Kansas Technology Cost."

I will not repeat those calculations here. Instead, I will focus on the ongoing or annual portion of the Technology expense. The annual Technology Cost is $7.002 million. (The Pioneer Appendix shows $7,001,662 for Years 2+ Tech Cost.)

The Testing Cost and Technology Cost are combined in the following Table:

Kansas Ongoing Costs
(Millions of Dollars)

Description	Annual Technology Cost ($ Millions)	Total Cost for 10 Years: Years 8 - 17 ($ Millions)
Testing Cost	1.993	19.930
Technology Cost	7.002	70.020
Total Cost for 10 Years	8.995	89.950

From this Table, we can see that the Total Cost for the next 10 years (Years 8 - 17) is $89.950 million (about $90 million).

E. Common Core Costs for the First 17 Years

When I combine the CCS Cost for the first 7 years with the Ongoing Costs for the next 10 years, I obtain the following Table:

Kansas CCS Cost for the First 17 Years
(Millions of Dollars)

Cost Category	CCS Cost Years 1-7 ($ Millions)	CCS Cost Years 8-17 ($ Millions)	Total CCS Cost for Years 1-17 ($ Millions)
Testing	13.950	19.930	33.880
Professional Development	67.006	--	67.006
Textbooks	27.758	--	27.758
Technology	76.801	70.020	146.821
Total Cost	185.515	89.950	275.465

Less Federal Awards	**(11.180)**	**--**	**(11.180)**
Total Net CCS Cost	**174.335**	**89.950**	**264.285**

The Total CCS Cost for Kansas (for Years 1-7) is $185.515 million; and the federal competitive award total is $11.180 million. The difference is $174.335 million.
[$185.515 million - $11.180 million = $174.335 million]

The Ongoing Expense for Common Core implementation in Years 8-17 is $90 million.

When I add the Total Net CCS Cost for the first 7 years and the Ongoing Cost for the next 10 years, I obtain $264.285 million (about $264 million).
[$174.335 million + 89.950 million = $264.285 million]

When I add the $174 million for the first 7 years to the ongoing expense of $90 million, I obtain $264 million.

Where will Kansans find $264 million to cover the Common Core implementation cost over the 17-year period?

F. Local School District CCS Costs (for First 7 Years)

Because schools are operated primarily on a local basis, school districts have a vital interest in the Common Core implementation costs.

From the above discussion, we know that it will cost $186 million to implement the Common Core Standards in Kansas. What would the cost be for the local school districts? Because of the economy of scale, unit costs will be cheaper at the state level than at the local level. Nevertheless, I will extend the state costs down to the local level.

In my larger report, "States' Taxpayers Left to Pay for Common Core," I divided the Total Cost of $185.515 million by the number of students (470,057 students); I obtained a unit cost of $395 per student ($394.66 per student). I will use this same unit cost of $394.66 per student to calculate the CCS Cost for the 10 largest School Districts in Kansas. This information is shown in the following Table:

Kansas School District CCS Costs for 10 Largest Districts
(Millions of Dollars)

Rank	District No.	School District	Number of Students* in School District	CCS Cost** for School District ($Millions)
1	70	Wichita	50,972	20.117
2	46	Olathe	28,871	11.394
3	289	Shawnee Mission	27,482	10.846
4	42	Blue Valley	22,206	8.764
5	278	Kansas City	21,931	8.655
6	279	Topeka	14,051	5.545
7	275	Lawrence	11,840	4.673
8	179	Andover	8,875	3.503
9	106	Salina	7,388	2.916
10	77	Maine	7,136	2.816

NOTES:

*** Student Enrollment, Kansas State Department of Education, S066 Student Headcount As of 9/20/14**

http://www.ksde.org/Agency/FiscalandAdministrativeServices/SchoolFinance/ReportsandPublications.aspx#Headcount%20Enrollment

From this Table, we can see that the Wichita School District will spend about $20 million ($20.117 million) over the first 7 years of Common Core implementation; Olathe School District will spend about $11 million on CCS; and Shawnee Mission will spend about the same amount, $11 million. The burden will be especially heavy for the smaller school districts in the state (with a much smaller tax base).

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Bio for Henry W. Burke

Henry Burke is a Civil Engineer with a B.S.C.E. and M.S.C.E. He has been a Registered Professional Engineer (P.E.) for 37 years and has worked as a Civil Engineer in construction for over 40 years.

Mr. Burke had a successful 27-year career with a large construction company.

Henry Burke serves as a full-time volunteer to oversee various construction projects. He has written numerous articles on education, engineering, construction, politics, taxes, and the economy.

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